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ABSTRACT

An educational program developed for adults as part of a larger resettlement operation for Cuban refugees seeking asylum in the United States and based at Fort Indiantown Gap, Pennsylvania is described and evaluated. Evaluative measures indicated that the program was more successful than anticipated, with substantial upward movement through tested levels of competence in English as a second language in a five-week period. Attitude surveys showed that the majority of teachers and administrators viewed the school as a success. Among the recommendations made for similar efforts to be undertaken in the future are these: (1) additional Department of Education Department of State coordination; (2) sufficient Department of Education resources for quick response to emergency refugee needs; (3) immediate availability of formal education programs for refugee children and adults; (4) choice of a local administrative agency with substantial expertise; (5) ongoing contact among agencies responsible for program administration; (6) leadership, energy, and flexibility in the administrative staff; (7) sensitive but highly motivated and responsible teaching staff; (8) early and systematic assessment of and provision for staff inservice needs; (9) greater emphasis on vocational preparation and other acculturation efforts as an adjunct of earlier formal language instruction; and (10) open lines of communication among all parties concerned, including the media and refugees. (MSE)

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Central Susquehanna Intermediate Unit

ADULT SCHOOL FOR CUBAN REFUGEES

Fort Indiantown Gap, Pennsylvania

FINAL EVALUATION REPORT

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EXECUTIVE SUMMARY

November 1980

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ADULT SCHOOL FOR CUBAN REFUGEES

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Central Susquehanna Intermediate Unit

ADULT SCHOOL FOR CUBAN REFUGEES

Fort Indiantown Gap, Pennsylvania

U.S. Department of Education Contract Number 300800713
August 25-November 28, 1980

FINAL EVALUATION REPORT

Prepared by
J. Michael Shaner

The Adult School for Cuban Refugees was a cooperative undertaking of the United States Department of Education (USED) and the Central Susquehanna Intermediate Unit (CSIU). The opinions expressed in this report do not necessarily reflect the positions or policy of the USED, and no official endorsement by USED should be inferred. The report is solely the responsibity of the CSIU.

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PREFACE

John Kennedy wrote: "The contribution of immigrants can be seen in every aspect of our national life. We see it in religion, in politics, in business, in the arts, in education, even in athletics and in entertainment. There is no part of our nation that has not been touched by our immigrant background. Everywhere immigrants have enriched and strengthened the fabric of American life. As Walt Whitman said,

> These States are the amplest poem.
> Here is not merely a nation but
> a teeming Nation of nations."

The board and administration of the Central Susquehanna Intermediate Unit remembered this nation's rich and diverse heritage when the United States Department of Education approached us in August 1980 and asked that the CSIU operate the Adult School for Cuban Refugees at Fort Indiantown Gap, Pennsylvania. Acting upon the recommendation of the intermediate unit's administration, the board voted unanimously August 20 to undertake the education of adult Cuban refugees at the resettlement center 80 miles away. The board acted out of a sense of humanitarian and civic obligation, and, as the following report indicates, that decision was a good one.

Negotiations with USED began the day following the board's action, and within ten days, Army barracks had been converted into school buildings and classrooms, teaching staff had been selected and trained, curriculum development and material ordering were well underway, and testing and teaching of adult Cuban refugees had begun. The report which follows describes the history and activities of the Adult School for Cuban Refugees at Fort Indiantown Gap, Pennsylvania. It relates what was done and why, what worked and what did not, and offers evaluative data and recommendations for future programs. The report is divided into three volumes. The first includes an executive summary and the actual final report on the Adult School for Cuban Refugees, operated by the CSIU under USED contract number 300800713. It includes a variety of appendices, including Appendix P, which is bound separately and includes individual student information as required by the CSIU's contract; this appendix is presented only to the USED. The second volume is an evaluation report, prepared by James Shaner. The third volume is prepared in a format to permit easy copying and includes a variety of instructional materials developed by staff of the program.

The Adult School for Cuban Refugees worked because of the people who devoted their efforts to it — administrators, teachers, aides, secretaries, and a host of unsung support staff who worked beyond the scope of their normal jobs so that this program would be a success. This report is dedicated to all of them and to the spirit which brought the Cuban refugees to this country — the same spirit which brought so many earlier waves of immigrants and which will, no doubt, bring others in the years to come. For all of us who had the privilege to be associated with this extraordinary effort and our extraordinary colleagues, this will be remembered as a challenging, exciting, rewarding episode in our careers.

Robert E. Feir
CSIU Assistant Executive Director
Superintendent, Adult School

November 1980

ADULT SCHOOL FOR CUBAN REFUGEES

Project Evaluation Report

ABSTRACT

The Adult School for Cuban Refugees, operated by the Central Susquehanna Intermediate Unit, supplied services to approximately 1,200 Cuban refugee students in the six weeks of its operation at Fort Indiantown Gap, Pennsylvania. The program offered basic oral English classes to adults ranging in age from 18 to 81 years. The classes were established within the confines of the military installation at Fort Indiantown Gap. Army barracks constructed during World War II were used for classrooms.

The students entered classes with a wide range of English proficiency. Some students spoke no English, while a small number had an advanced understanding of English. Only one living area had coeducational classes. The female students never comprised more than 5 percent of the total student population. The females were quickely sponsored out through the volunteer agencies early in the program, leaving the student population predominantly male.

The goals for this short term educational project consisted of teaching oral English and providing for the acculturation of the Cuban students to the American way of life.

The goal of teaching oral English has been met. Students advanced rapidly in their ability to speak and understand English. Pre-post testing revealed a large gain in student English proficiency.

The goal of teaching basic life skills for the acculturation to the American society has been met. With the limitations placed upon the teachers and aides from the controlled environment, a basic understanding of the American way of life has developed. The students learned rapidly about American society and were eager to explore for themselves beyond the confines of Fort Indiantown Gap.

Adult School for Cuban Refugees
Project Evaluation Report

I. Project Description

PROGRAM OVERVIEW

The Adult School for Cuban Refugees supplied services to approximately 1,200 refugee students at Fort Indiantown Gap, Pennsylvania. This program was operated by the Central Susquehanna Intermediate Unit of Lewisburg, Pennsylvania. The program was located within the confines of the military installation at Fort Indiantown Gap. Thirty-seven classrooms were established in wood frame barracks built during World War II.

The classes provided groups of 10 to 25 students with instruction from 8 a.m. to 11 a.m. and from 1 p.m. to 4 p.m., Monday through Saturday. A few classes also were organized for evening instruction to meet the needs of those students who worked on the post during the day. Each class had a teacher and usually two teacher aides.

The teachers and aides provided group instruction and individual tutoring in oral English and acculturation to the American society. Table I shows the breakdown of faculty and staff involved in the Adult School program.

Table I

		Sex		Certificates		Degrees			Bilingual	
	Totals	M	F	PA	Other	DR	MA	BA	ESL	Spanish
Administrators	4	3	1	1	1	1	2	1	2	1
Teachers	35	14	21	29	2	2	17	16	17	17
Aides	61	17	44	20	3	1	3	39	23	26
Secretaries	4		4					1		
Total:	104	34	70	50	6	4	22	57	42	44
Teachers/Aides	96	31	65	49	5	3	20	56	40	43

PROJECT GOALS AND OBJECTIVES

The goals of the Adult School for Cuban Refugees were to teach oral English and to provide acculturation to the American way of life. Screening of students for English proficiency was provided by the use of the English as a Second Language Oral Assessment (ESLOA) instrument (Literacy Volunteers of America, Inc., Revised Edition, 1980). The instructional program, with its concentration on the development of speaking and listening skills, utilized the ESLOA as a pre- and post-testing device to determine the development of these skills and the degree to which the program objectives were met. Further program evaluation was carried out by participant-observer or responsive evaluation. Another evaluation was performed midway through the program. (See Ringler Report, Appendix A.)

SELECTION OF STUDENTS

Initially, adults who were heads of households were given priority for assignment to classes. Education was not compulsory for the Cuban students; they attended classes on their own volition. Minor children were not enrolled in the Adult School program, as their educational needs were addressed by another program. Each student had equal access to small group and tutorial instruction within the daily classroom schedule.

II. Evaluation Design

PURPOSE OF THE STUDY

The evaluation design was constructed to provide data for program managers and documentation for future use. The evaluation design used event documentation, attitude surveys, and pre- and post-testing comparisons of student progress.

The event documentation and surveys were oriented toward the program's activities, rather than solely to its goals. These procedures provided an understanding which emphasized particular activities and experiential knowledge. This "emergent" type of evaluation had as its purpose the following:

1. to document events;
2. to record student change;
3. to detect instructional vitality and cyclic patterns;
4. to aid administrative decision making;
5. to facilitate corrective action; and,
6. to increase administrative understanding of teaching and learning under the conditions present at Fort Indiantown Gap.

The procedures used to carry out this emergent evaluation were to participate and observe in-depth the classroom interaction and total environment. The following general guidelines were used:

1. isolate instances and issues;
2. look at sequences;
3. select special instances to observe new techniques, equipment, etc.;
4. observe, participate, interview, record;
5. find patterns, sort material and information;
6. validate observations through cross-checking; and
7. write case studies and other reports.

Along with these efforts, a teacher attitude inventory was developed from the issues that emerged in the responsive evaluation. This inventory is based on a five point Likert-type scale which indicates the teachers' attitudes toward the Adult School. The Likert-type scale is based on a carefully selected number of positive and negative items about an attitude object. In responding to these items, subjects indicate whether they strongly agree, agree, are undecided, disagree, or strongly disagree. In this instance, the attitude assessed was "teaching in the Adult School at Fort Indiantown Gap."

English as a Second Language Oral Assessment Test was administered to students as a pre- and post-testing device to determine their progress and the success of the program in achieving its goal of teaching oral English.

The ESLOA assesses the student's ability to speak and understand English on four separate levels, with each successive level indicating greater understanding of spoken English, as follows:

Level 1: Designed to test auditory comprehension by identification of specific vocabulary items. The student may answer verbally or point to the picture in the test booklet.

Level 2: Designed to test basic survival vocabulary and elementary English structure with oral responses required.

Level 3: Requires the transformation of positive statements to questions with responses in complete sentences.

Level 4: Requires the formation of past and future tenses and responses to questions in the conditional tense. Responses in complete English sentences expected with two or three sentence responses encouraged.

Another research question tested was whether any student achievement differences resulted from being taught by teachers with proficiency in Spanish as opposed to those who spoke no Spanish.

The following null-hypotheses were tested:

H_1 No differences exist between students' spoken English proficency as a result of classes taught by Spanish speaking as opposed to non-Spanish speaking teachers and aides.

H_2 No differences exist between students and non-students in their proficiency in spoken English.

H_3 No differences exist between students who regularly attend class and those who irregularly attend class , in their proficiency in oral English.

A random sample of 350 students were selected for post-testing from the original test population of 1,200 students. The ESLOA post-test was administered to the randomly selected group five weeks after the pre-test. A small group of students who were administered the ESLOA pre-test and then did not attend class were also re-tested approximately five weeks later.

At the time of administration of the post-testing, the attendance level of the students was recorded according to the following guidelines:

Attendance Level 1 = student present in class 0 to 24 percent;
Attendance Level 2 = student present in class 25 to 49 percent;
Attendance Level 3 = student present in class 50 to 74 percent; and
Attendance Level 4 = student present in class 75 to 100 percent.

To test the hypotheses, a T-test for two independent samples was utilized.

III. Data Presentation and Analysis

EMERGENT EVALUATION

The Adult School had as its broad goals to teach oral English and acculturation or basic life skills. These goals have been met most adequately. The emergent evaluation allocated a large amount of time to observing the program. The first three weeks of the total four weeks were spent in the classroom. The following portrayals center around the environment, teachers, students, supervisors, administrators, facilities, materials and other agencies.

Environment/Facilities

The physical environment of this program consisted of World War II barracks. In comparison with public schools, their appearance was quite bleak and stark. The walls were all painted institutional "eye easing" green that had long since faded, chipped and peeled.

Some classrooms had inadequate lighting, while others had no electricity. Individual desk-chairs were not available for students. Rather, they sat on steel folding chairs, on benches, or at picnic tables that were brought indoors for the classrooms.

Several classrooms had broken windows and doors that would not close. Only one classroom had heat; the others remained cold. In the early September and October mornings, the chill in the classrooms was all-pervasive. The students often entered the classrooms bundled in the blankets issued to them by the Army to stave off the chill.

The classrooms were located within "areas" of the military installation. Area 5 was the only area to house families and single females. Consequently this area was the only area with females in the classrooms.

The exteriors of the classrooms were identical — white barracks with green trim and green shingle roofs. Some classes were in one-story buildings, others in two-story buildings. Between the classrooms were barren areas and dirt streets. Grass was at a premium. Dust constantly intruded into everything. On the few days of rain the dust was transformed into a mud film that was tracked throughout the bare pine floors of the classrooms.

The perimeter surrounding each area was defined by concertina wire with razor sharp spines. In some areas it was used to keep "bad people" in while in other areas it was used to keep "bad people" out. The perimeters were dotted periodically with little wooden sentry huts, where th Military Police stationed themselves to maintain perimeter security.

Within the areas, there was generally a frenzy of activity — Cubans milling around talking and shouting while the ever present Federal Protective Service patrolled in cars. The Cubans referred to the FPS as "blue shirts" and generally gave wide berth to these agents. The blue shirts had arrest power within the areas and had on occasion removed Cuban offenders to the detention center in Area 1.

From loud-speakers fixed to the top of barracks, attached to jeeps and hand held, came a constant barrage of names of Cubans being called for sponsor interviews and general information. It seemed that, from every barracks window, there came at full volume, a radio or stereo that had been played so loud the speakers were broken and ragged. All of this roar was added to by the constant flights of Army helicopters flying over the areas to land at the nearby air field.

In each area an American flag flew over one building, the command post for the Army. The Army was in charge of the operation of the area. Its presence and continual cooperation was a definite asset to the operation of the program. The Army maintained all the barracks and other buildings not in use by other agencies.

Teachers

At 7:30 a.m. Monday through Saturday, 100 people gathered in the Fort Indiantown Gap administrative office of the Central Susquehanna Intermediate Unit, which ran the Adult School for Cuban Refugees. They came with arms bulging with materials they had developed, borrowed and begged. Some of these people were aides and some were teachers, but the distinction was really quite blurred. Often, the only way to tell the difference was to read their name tags

which identified their position. There was no "typical" teacher. Some were black, some white, some Hispanic and all were eager and dedicated to the education of the refugees in an unusual teaching situation. Some were wearing jeans and running shoes while others were more formally attired. They all had in common a spark or a special caring that entitled them to be called by their Cuban students an especially friendly term, "teacher."

After "signing in," the morning announcements were made. The chatter before and after the announcements was a sign of the teachers' exuberance.

Perhaps most remarkable was the fact that this highly professional staff, which proved also to be highly successful, was assembled in less than two weeks.

By 8:00 a.m., the teachers and aides drove or walked to their classrooms through Army sentry posts in five different areas.

Since the Adult School did not have compulsory education, on chilly mornings only a few students would appear at 8 a.m. As the day warmed, so did the Cubans, and they appeared one by one at the classroom doorway. Undaunted by this constant trickle of students into the classroom, being greeted aloud by friends, the teachers continued their work. Usually by 9 a.m. the students were actively engaged in classroom activities.

Teachers were free to use the methods they determined as best for them. A wide variety of teaching methods and skills were demonstrated in all of the classrooms, with English the predominant language spoken. This gave the Cuban students the opportunity to listen and then imitate the sounds they heard. The emphasis placed on oral English facilitated the rapid transition of the students to be able to hold "survival" conversations within a short period of time.

The teachers focused the classroom content on greetings and farewells, numbers, colors, useful questions, telling time, days of the week, months of the year, seasons of the year, clothing, parts of the body, parts of a house, foods, verbs and prepositions. All of this was used as a base for learning vocabulary. Once a basic vocabulary was learned, the conversations centered around future employment, life in the United States, reasons for punctuality, using the telephone, and a myriad of other subjects.

The program's success in teaching oral English can be attributed directly to the teachers and indirectly to the administration for their staff selection. The success of the acculturation goal relates directly to the success of the oral English goal. Through learning English, the acculturation process was implemented.

Geography was taught through the use of United States and world maps. Teachers used flash cards, verbal drill, cut-out silhouettes of states and countries, and lectures.

Government and U.S. history were taught through discussions of everything from how the Cubans arrived at Fort Indiantown Gap through the purposes of the electoral college. Classroom discussions were quite intriguing when the Cuban students made their own comparisons between the United States and Cuban governments.

Each day the teacher would first, in large groups, review the previous lesson covered and then introduce new material. Then the class would be divided into smaller groups to concentrate on practicing conversation. At the end of this period the class was usually re-assembled into a large group, and a review and summary of the morning or afternoon was made. Each teacher and aide used different systems, but this was the general pattern.

There were frequently loud outbursts of Spanish among the students. Each teacher and aide developed ways to deal with this — usually by encouraging the students to express themselves in English. Some teachers and aides spoke no Spanish, so the struggle for understanding was intense. These teachers and aides quickly found the ways most productive to convey the concepts they were teaching.

The teachers and aides were faced with constant interruptions internally and from sources external to the classroom. Internal interruptions came from students excited over something new, Cubans wandering in to speak with friends, local and national news media services, the Federal Protective Service just checking in, program evaluators and administrative personnel. The teachers and aides quickly became used to these intrusions and took advantage of the newcomers to introduce their students, giving them additional practice in conversational English.

External interruptions came frequently when other agencies sponsored an event without coordination with the Adult School. Entertainment events were scheduled during school hours to appeal to those 65 percent of the Cubans who did not attend classes. Musical groups, boxing matches, and the opening of a roller skating rink next door to a classroom were among the external factors causing interruptions of classes.

Periodic moving of classrooms to other buildings was disruptive but not to the extent that might be expected. When moves occurred, the teachers were well seasoned and met them with affirmative behavior. This decreased the disruptiveness of the situation and allowed for relatively smooth transitions to occur.

The teachers and aides transformed run-down barracks into classrooms. Each teacher and aide developed posters, brought in clippings, potted plants and everything imaginable to transpose the bleakness of the barracks to an oasis for learning.

The exuberance of all the people in this educational endeavor compensated for the frustrations of the situation. The skills and morale of the faculty were directly responsible for the flow of education that occurred in an almost impossible situation.

Students

The chill in the room was the kind that made teachers and aides wish they had worn their turtleneck sweaters after all. It was 8 a.m., and the sun was not quite high enough to peek through the dirty windows. Two Cubans were huddled in the corner, wrapped in blankets. Not used to the climate, the chill for them was a new experience.

The door with the broken glass banged open at 8:15 a.m. and through the portal bounced Ramon, a tall, thin and attractive man of 25 years, wearing a blue T-shirt, brown trousers and shower shoes. Ramon was oblivious to the cold, as he addressed his teachers slowly with, "Good morning, teacher." He had a bold smile and was ready to study English. Purposefully he opened his notebook and textbook and waited for his teacher or aide to begin the lesson. The conversation in English was slow with much repetition, but Ramon coped well with the frustration of speaking and listening to a difficult language with many ambiguities.

By 8:30 a.m., other students entered the classroom. Each student greeted the teacher, aide and classmates, usually interrupting the teaching in progress. In a short time the students were eagerly involved in the learning process.

Outbursts in Spanish were common. One student would try to explain to another the concept under discussion. At times the roar in the classroom overwhelmed the teachers and aides, but they seemed to sense that even in this chaos of loud chatter learning was taking place. With the insistence of teachers and aides, this chatter changed from Spanish to English over the weeks.

The students practiced oral English in and out of the classroom. At first they merely repeated the sounds but later developed understanding and took great delight in playing with English words. They would develop sentences and provide new twists. Often they would be incorrect, but through gentle coaxing they would continue to explore until they communicated their ideas in English.

Mispronounciation was often met with peals of laughter from all people in the classroom. Students teased students, teachers and aides teased students, and students teased teachers and aides. From their common mistakes and resulting laughter, the embarrassment of being wrong was diminished, and the students became even more active.

There were no external boundaries to the classrooms. On the steps, in the street and in the general compound, teaching and learning was occurring often with an advanced student at the center of the teaching.

The students attended class regularly with a desire to learn oral English and anything else being offered. It was quite clear they were learning. Many students, during a two-week period, went from no English to being able to introduce themselves and their friends, tell time, identify body parts, county money and many other survival skills. With this basic learning came understanding and insight about their condition within the camp and an understanding that the likelihood of being sponsored out increased with their increased knowledge of English.

The Cubans were very courteous, friendly and gentle. The teachers became quite close to their students. This close relationship added to the momentum of the learning and was the basis for the dramatic progress of the students.

The students dealt daily with the frustrations of living behind the wire in a confined area. The frustration of seeing the camp population dwindle when people around were being sponsored out added to a feeling or mood of depression.

Teachers and aides were constantly asked by the students to act as sponsors. This did occur, and approximately 30 Cuban students were sponsored by teachers and aides.

Even with the problems generated by the situation, the students learned oral English and gained important insights into the American way of life.

Administration

The administration took the role of providing and coordinating services for the teachers, recognizing the special qualities of each teacher and aide and allowing them the freedom to use their skills individually to accomplish the program goals.

At every occasion, the administration assisted teachers and aides. A cooking class was established in one of the mess halls at the request of three teachers and aides. With the support of administration, the path was cleared and the class came into existence with the additional help of the Army. The class was a highly successful endeavor made possible only by the cooperation of the administration with other agencies and with the faculty.

Formally, there was an administrative hierarchy that other agencies' representatives could use. Within the Adult School system, clearly defined but informal channels were quickly established.

Supervision

The coordination of the teaching in each of the areas was the responsibility of the supervisors. These people performed a wide variety of tasks. They procured classrooms, students, benches, materials, electricity, light bulbs and anything necessary to keep the classrooms functioning smoothly. They provided moral support for teachers, aides and students.

The supervisors ensured that teachers received the necessary administrative information and appropriate educational materials. They continually visited classrooms in their assigned areas to maintain high visibility and accessibility. This enabled problems to be resolved faster and kept the system in continuous movement, with a constant flow of information.

Materials

At first, the teachers asked for curriculum materials to assist them in teaching oral English. It quickly became obvious that few materials for teaching oral English were readily available. Teachers were forced to develop their own oral English curriculum and a system to share materials with their colleagues. The variety and quality of materials demonstrates the teachers' ingenuity.

Agencies

Red Cross

The Red Cross provided a much-needed service to the Cuban refugees. At times, this highly visible and laudible service conflicted with the goals of the education program. Competition sometimes existed between this group's activities and the Adult School program. The establishment of entertainment programs conflicting with the classes implied to some of the students that in the United States entertainment is as important as learning to speak English.

Army

The Army eagerly acted as a support system for the educational program. The military was called to assist in obtaining classrooms and acted with the greatest speed. The new classrooms were cleaned and the buildings turned over to the education unit without delay.

Army personnel enhanced the success of the program, by maintaining the areas and in maintaining the perimeter.

Military commanders in areas where classes were held were interviewed upon the termination of the Adult School. Their comments focused on the positive differences the Adult School had on the areas' population as the weeks passed. They noticed an increase in the use of English and a decrease in confusion and depression. They suggested that the Adult School should have started in May upon the arrival of the refugees and that, at that time, the Adult School should have implemented a vocational education program.

Teacher Attitude Inventory

From the emergent evaluation, issues were identified and later adapted into a 15-question Teacher Attitude Inventory. The anonymous attitude inventory was administered at the end of the Adult School. Seventy-four (n=74) teachers and aides responded. (See Appendix B for Teacher Attitude Inventory.)

Each question has been graphed to display the percentages of teachers' and aides' responses in each of the five categories. (See figures 1-15.)

QUESTION 1

The communication between the teacher and aides was constructive.

Figure 1

The communication between teachers and aides was quite effective (90 percent agreed or strongly agreed), confusing the issue of team teaching versus teacher and aide teaching (see question 8).

QUESTION 2

Constant individualization of instruction was required to teach the Cuban refugee students.

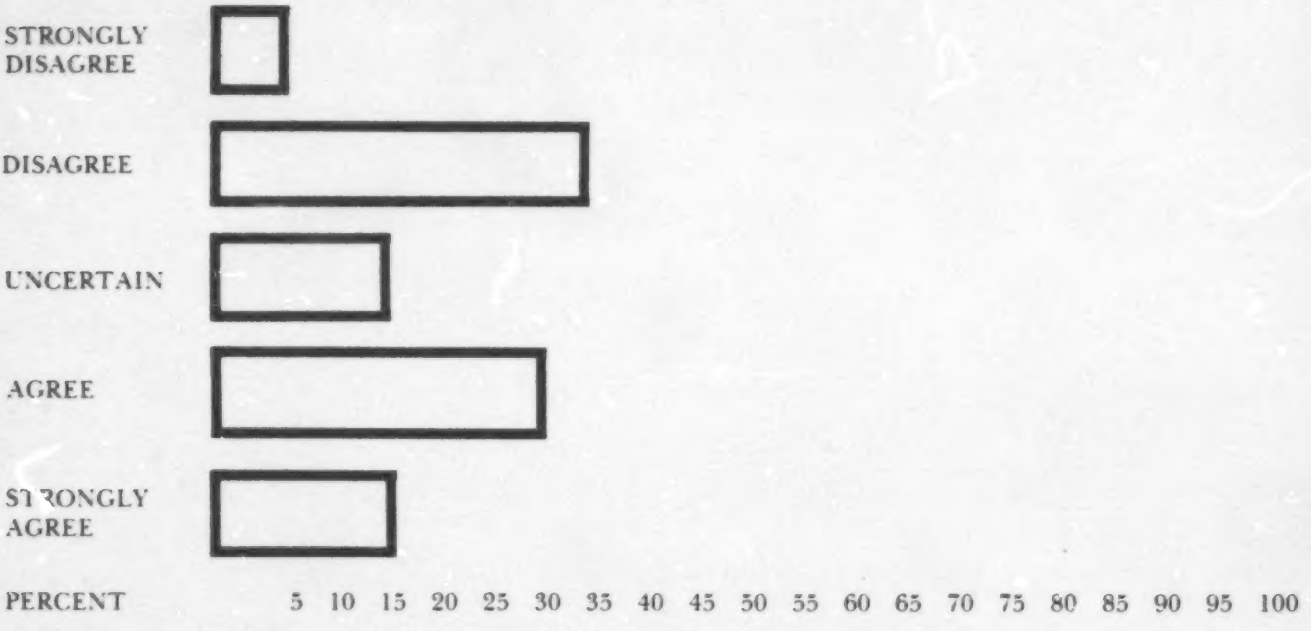

Figure 2

Many different English proficiency levels developed in each classroom as students learned at different rates. There was slightly more agreement to this statement than disagreement which perhaps is indicative of the wide variety of teaching methods and the degree of individual attention given to students.

QUESTION 3

Knowledge of adult education is essential to working productively with Cuban refugee students.

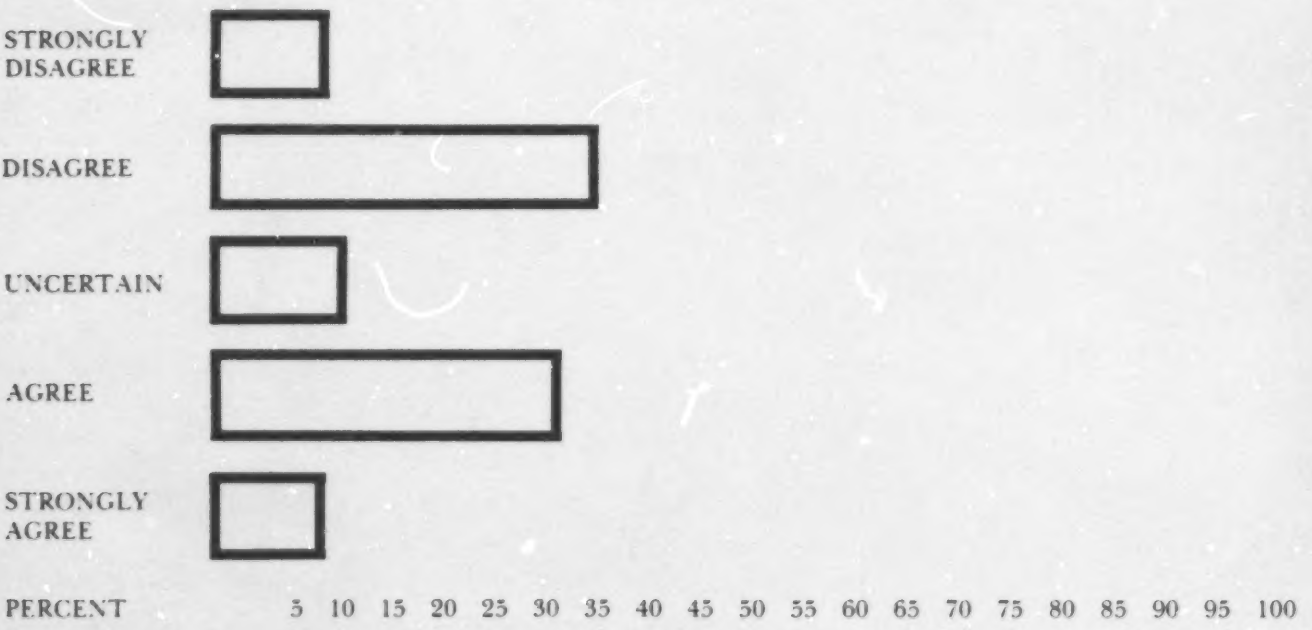

Figure 3

Nearly equal numbers of staff agree and disagree about the need for knowledge of adult education in working productively with the students. This perhaps is a reflection of the diverse backgrounds of the teachers. Their teaching experiences ranged from elementary school teaching through college teaching.

QUESTION 4

The supervision given met most classroom needs.

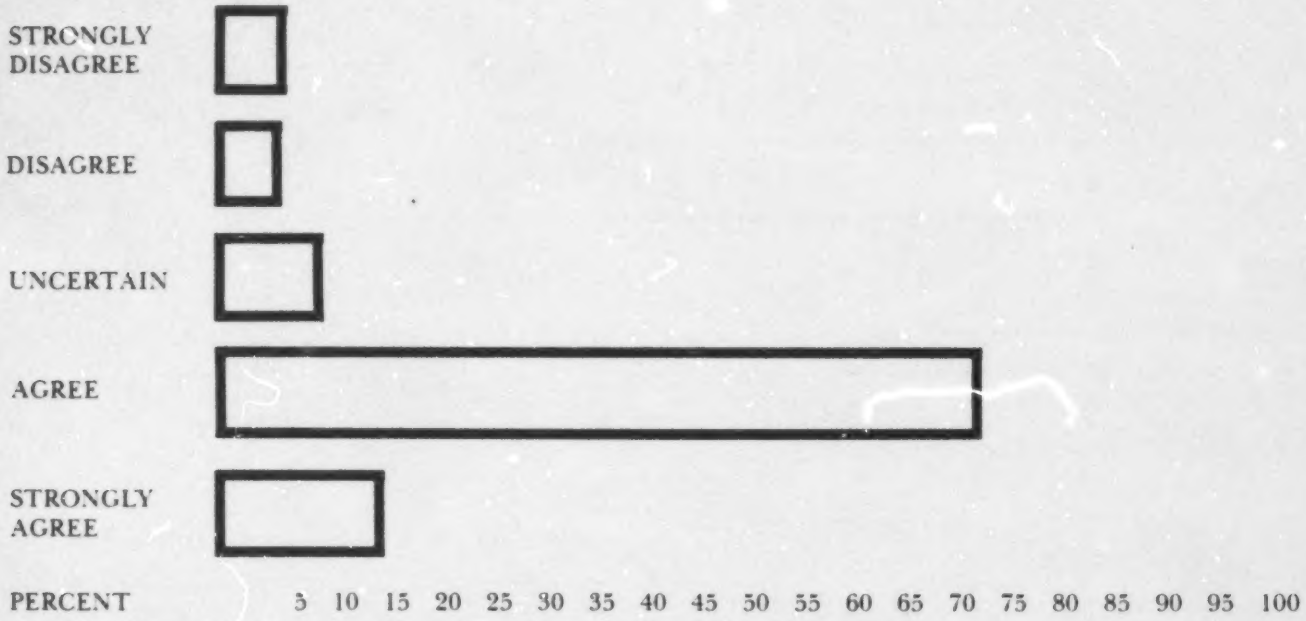

Figure 4

This statement became an emergent issue by the demands placed on supervisors by the teachers and aides. The 72 percent response in the agree category and 14 percent in the strongly agree category reflect satisfaction with the supervision that was given in a difficult situation.

QUESTION 5

There was a constant feeling of confusion about the purpose of this educational project.

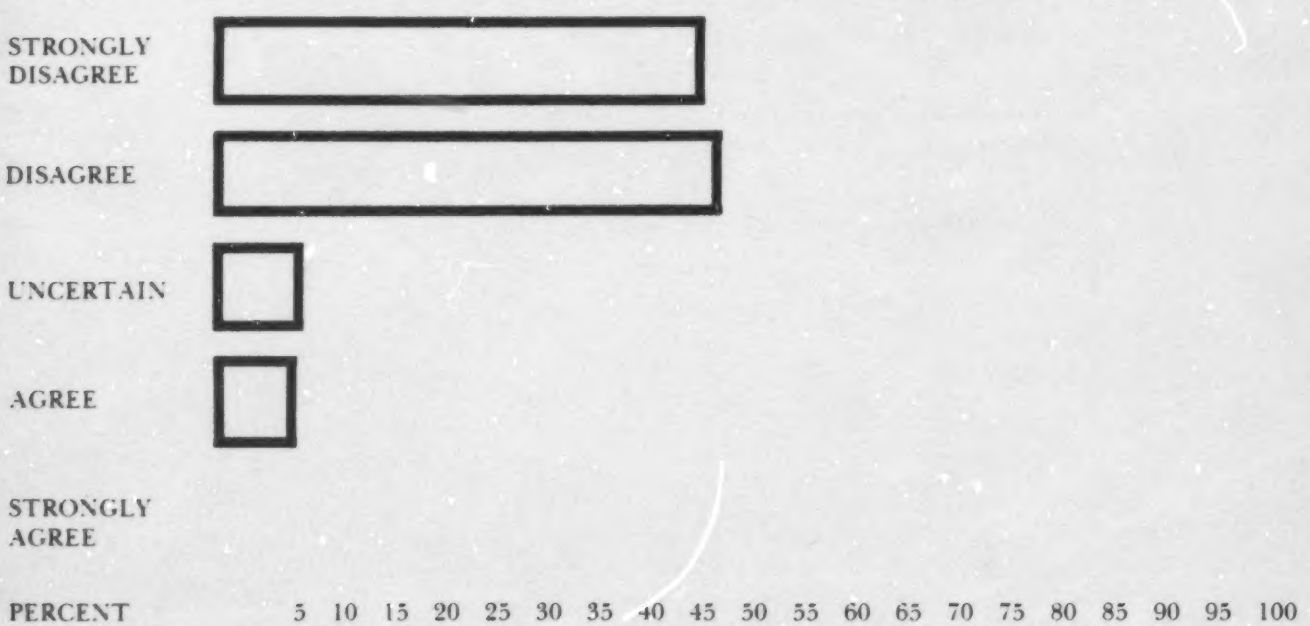

Figure 5

This question is a reflection of the decentralization of administrative control to each classroom. Teachers commented about the lack of direction, but their responses indicated they were generally comfortable with the decentralization. Apparently teachers and aides found their own purposes.

QUESTION 6

More administrative directions were needed to assist in daily lesson planning.

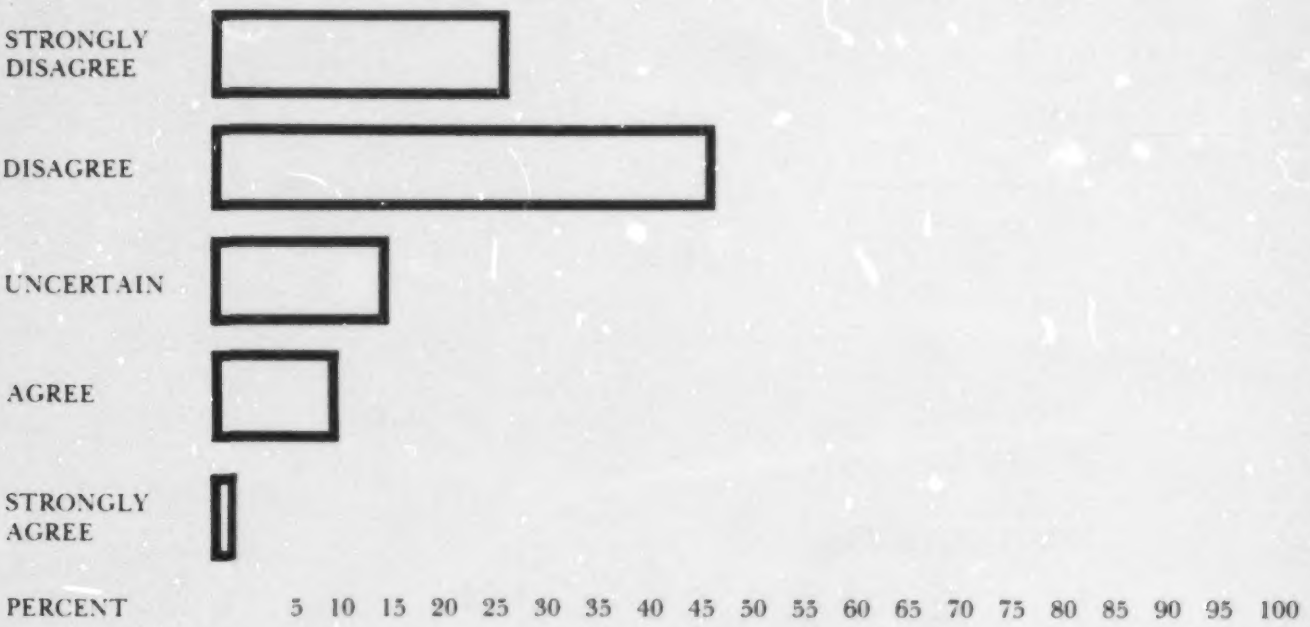

Figure 6

This question is juxtaposed to question 5. The teachers felt strongly in favor of the system allowing the control to be concentrated in the classroom and not in the administrative office.

QUESTION 7

There is little difference between teaching the Cuban refugees and elementary school children.

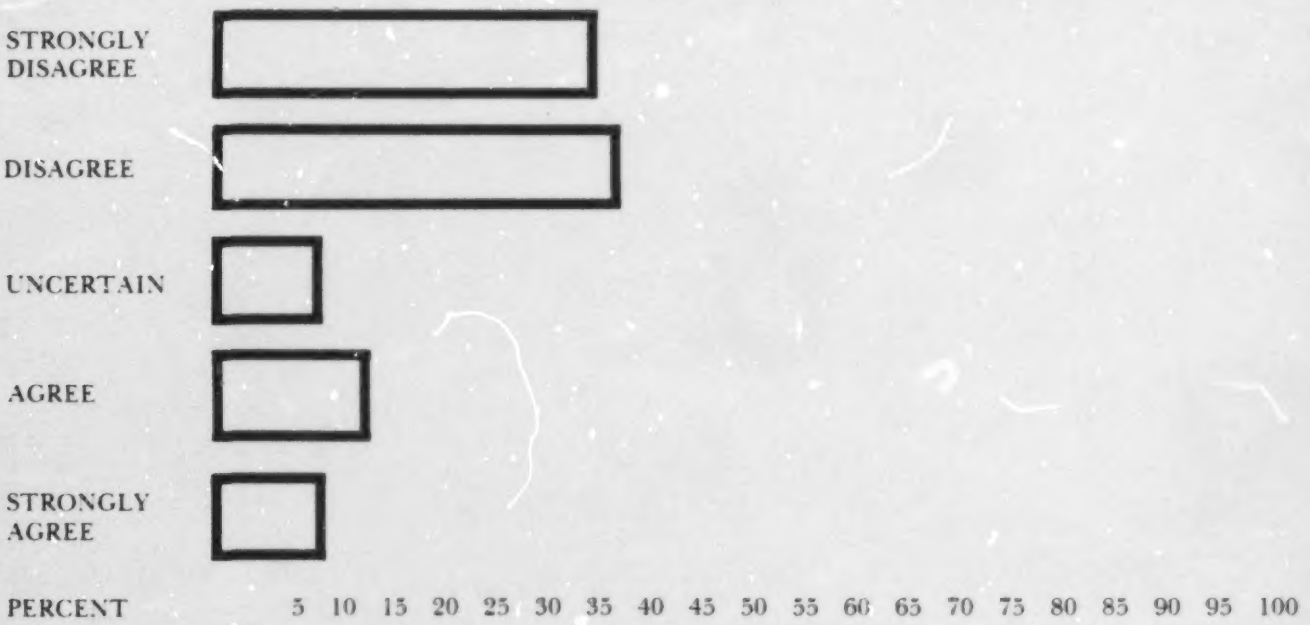

Figure 7

There was a tendency for some teachers and aides to treat their students not as adults but as children. This statement clearly establishes that the teachers and aides did see the differences and viewed their student audience as other than children.

QUESTION 8

Team teaching would have been better than the teacher and aide system.

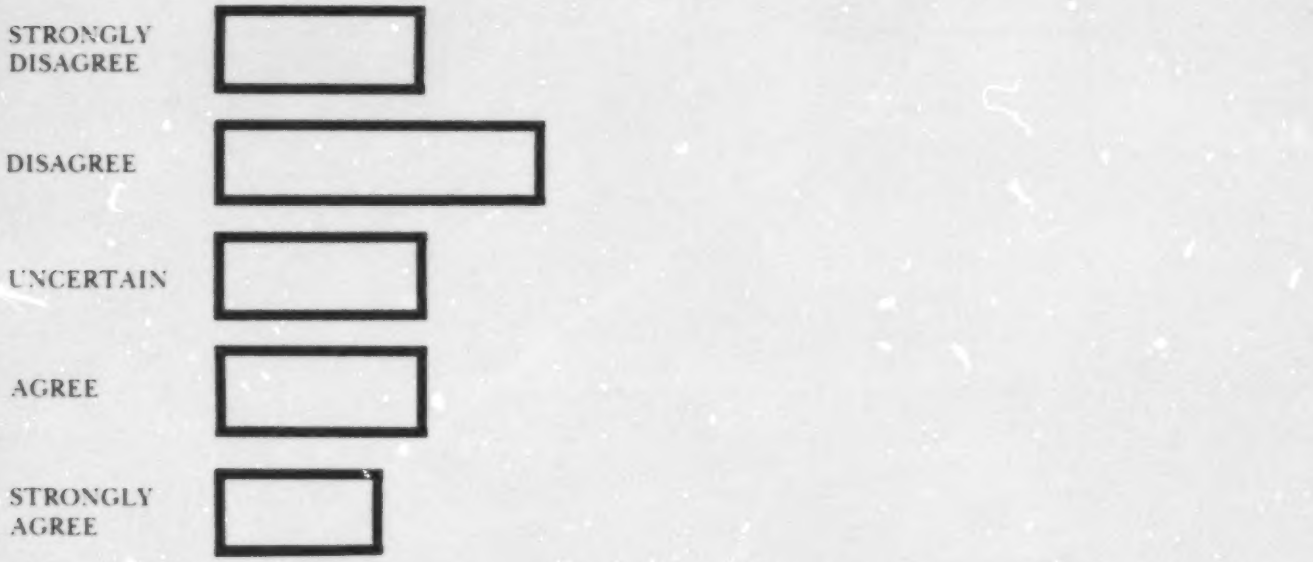

Figure 8

Team teaching was often a "coffee break" discussion. The wide spread in the response categories possibly reflects the high qualifications of the teaching staff. Some aides were certified teachers with masters degrees and varying amounts of classroom teaching experience. In almost all situations, the teachers and aides worked smoothly as indicated by the agreement responses to question 1. There was often no distinction between the teachers and aides in the classroom, which gave a team teaching appearance.

QUESTION 9

The in-service training "Articulation of Sounds in the English Language" was beneficial.

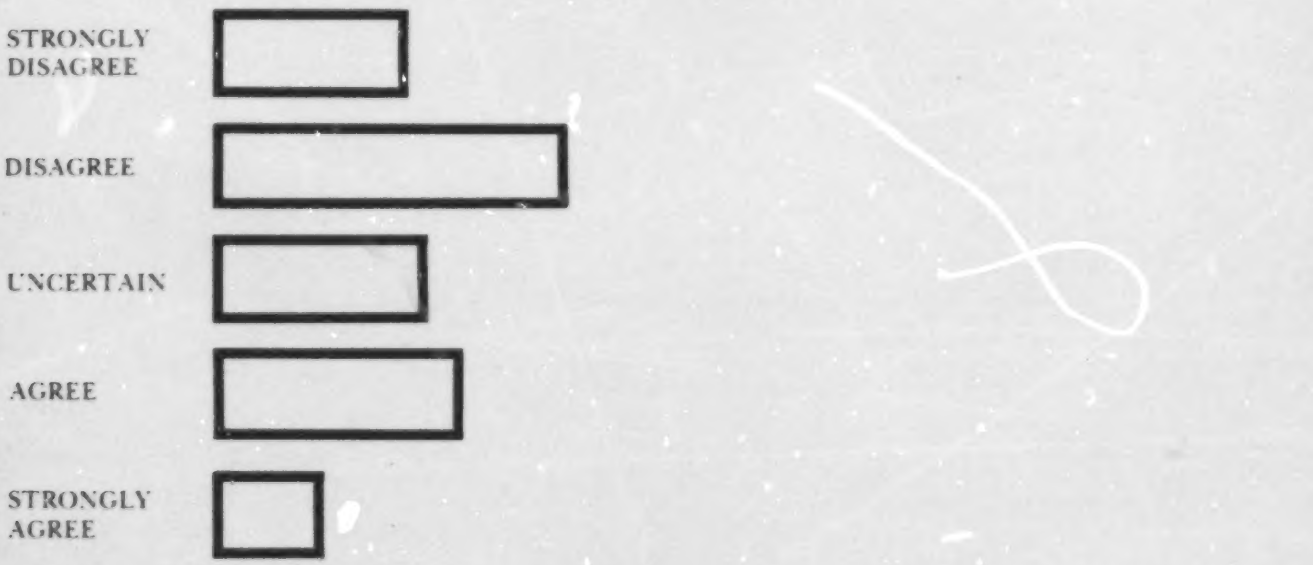

Figure 9

The teachers and aides disagreed that the in-service education was beneficial. From the responsive evaluation and interviews, the teachers and aides felt that the training came too late in the program to be of great benefit.

QUESTION 10

The adult education program for Cuban refugees should have been mandatory.

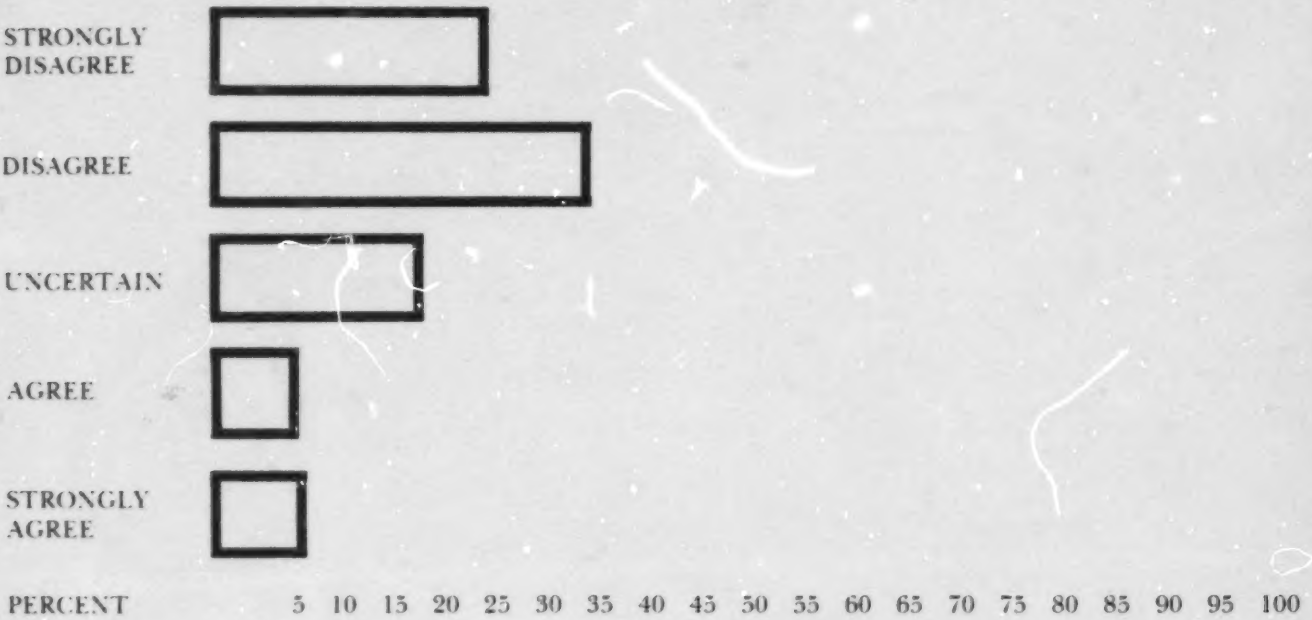

Figure 10

Much concern was generated by the teachers and aides about student attendance. This question attempted to determine if the teachers and aides would like to have seen mandatory attendance. Reactions to this statement are primarily negative but the poor construction of the statement probably negates its validity.

QUESTION 11

Speaking Spanish has been or would have been beneficial in teaching the Cuban refugee students.

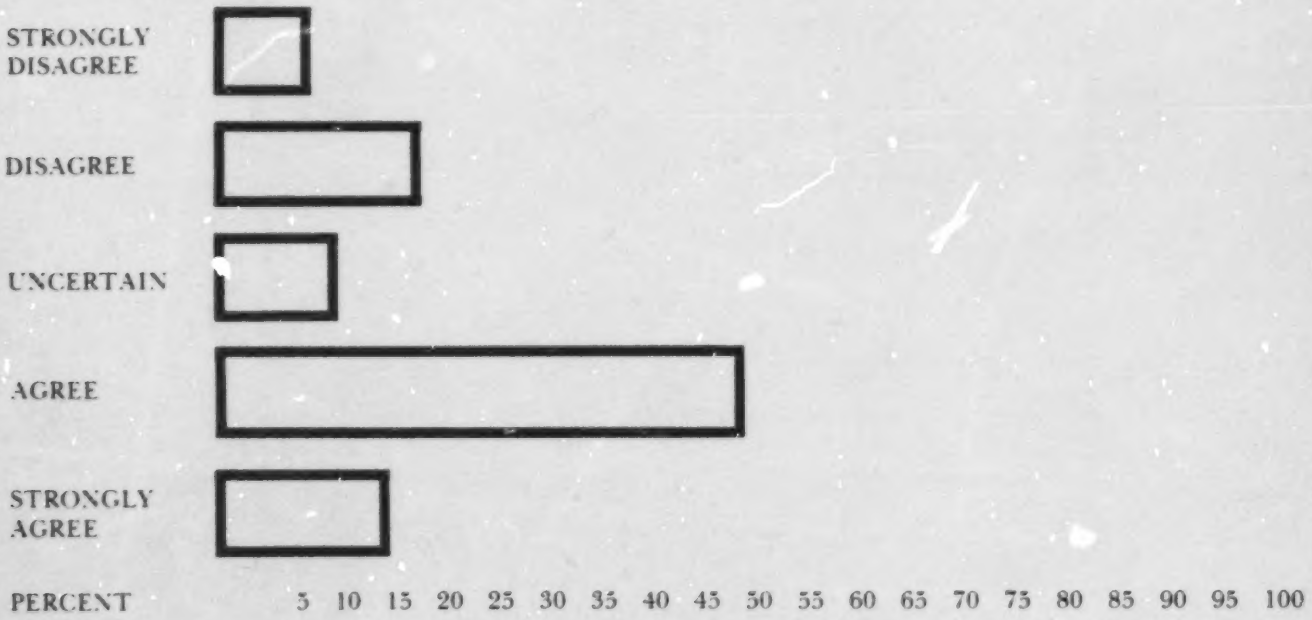

Figure 11

Question 11 reveals strong agreement as to the benefit of speaking Spanish in teaching the Cuban refugees. This statement is revealing, but would have been more discriminating if followed by inquiring if speaking Spanish was "essential" in teaching the Cuban refugees, or if the respondent was Spanish speaking.

QUESTION 12

Teaching in the adult education program has been personally rewarding.

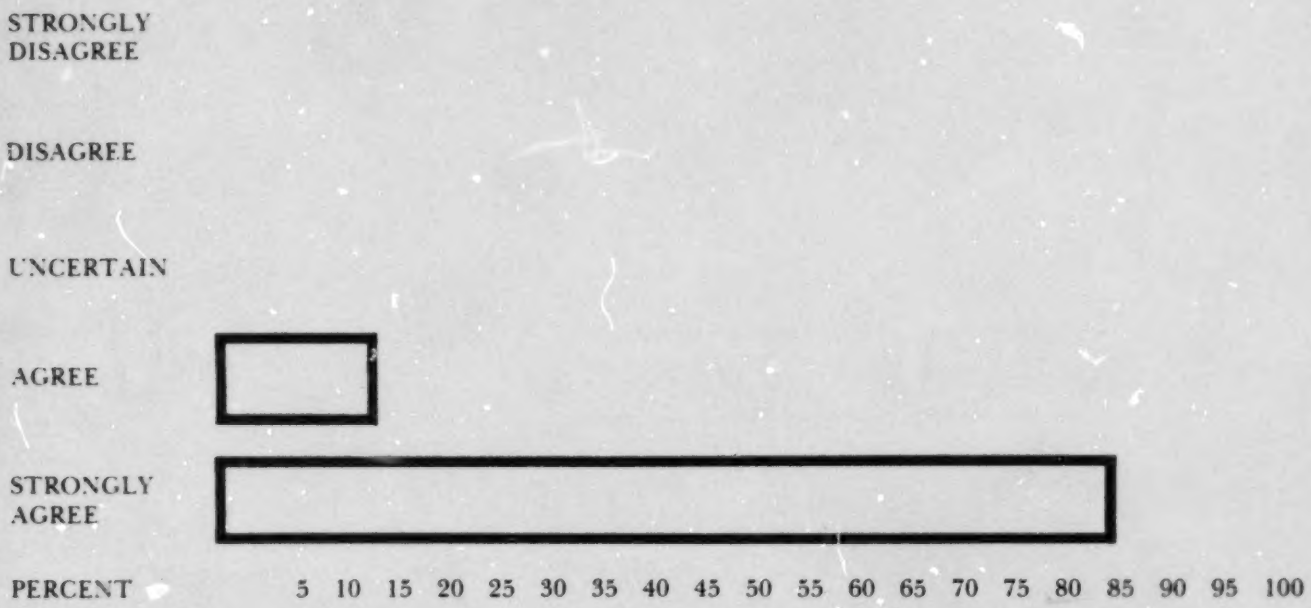

Figure 12

Each teacher and aide revealed satisfaction in teaching the Cuban refugees by the lack of undecided and disagreement responses to this statement. The rewards for teaching apparently were quite high, as demonstrated by the 86 percent response in the strongly agree category.

QUESTION 13

My personal goals for this educational program have been met.

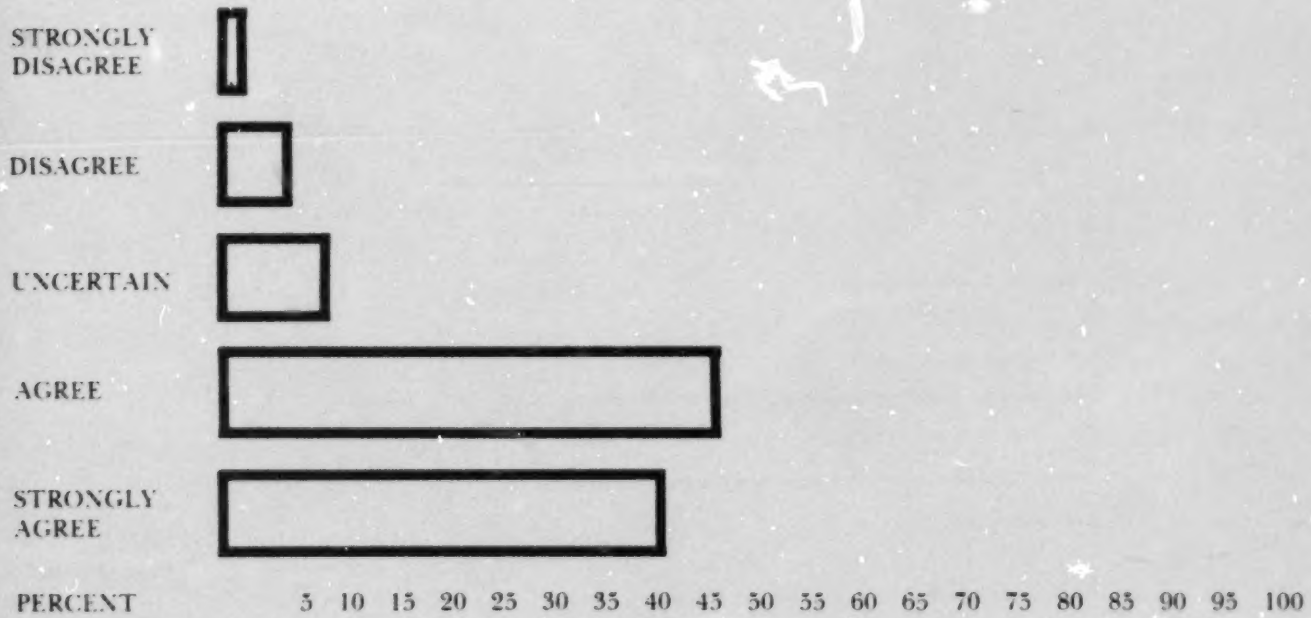

Figure 13

The spread in all response categories probably indicates that some thought was given to personal goals. The conscientiousness and professional integrity of the teachers and aides is demonstrated by the lack of unanimity of response, even though 47 percent of the responses fell in the agree category, and 42 percent fell in the strongly agree category. It was apparent and reflected in the responses to this statement that expectations of teachers and aides for themselves were high, as were their expectations for their students.

QUESTION 14

The administration and staff of the adult education program have been very helpful.

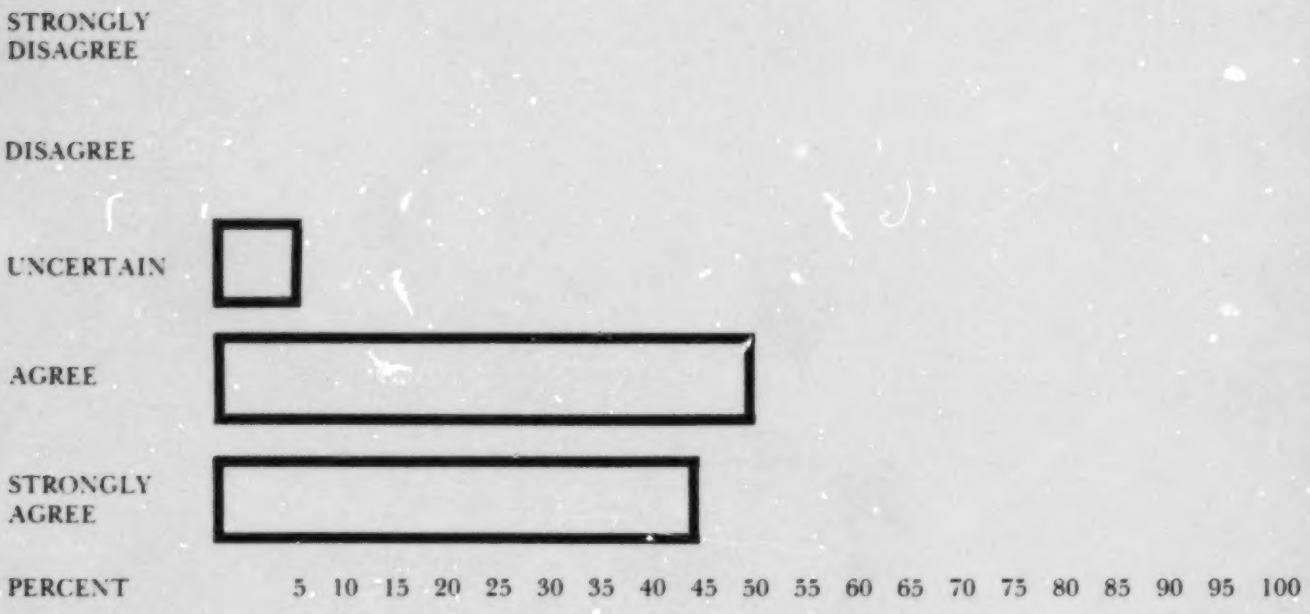

Figure 14

Large percentages of agreement and strong agreement to this statement give credence to the viability of the professional relationships established among the administration, the teachers, and the aides.

QUESTION 15

The Army has been helpful in giving assistance to the adult education program.

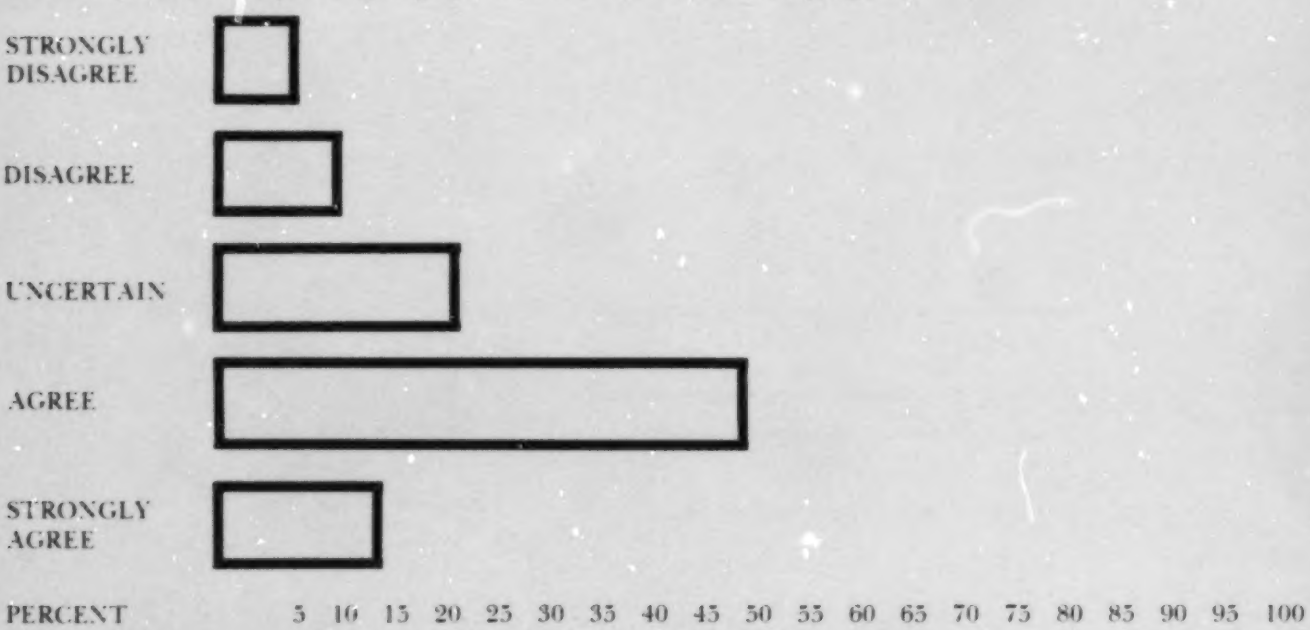

Figure 15

Even though minor irritations emerged between teachers and aides and the Army, the 65 percent agreement and strong agreement to this statement reflects the cooperation and overall effective management by the Army.

That part of the Teacher Attitude Inventory asking for suggestions and recommendations proved to be of limited value. Forewarning about this part to those responding and allowing more time might have yielded better results.

The results generally stated that the Adult School should have been started earlier and a greater emphasis placed on vocational education and skills development.

Teachers and aides expressed their pleasure and gratitude for the personally fulfilling teaching experience.

PRE- POST-TESTING EVALUATION

To determine the progress of the students involved in the Adult School for Cuban Refugees, a pre- and post-testing with the English as a Second Language Oral Assessment (ESLOA) test was used. The ESLOA was administered as a diagnostic device for all incoming students. It assesses the student's ability to speak and understand English on four separate levels with each level indicating greater understanding of spoken English, as described previously.

The pre-test information revealed that 67 percent of the 1,200 students tested were at Level I, 27 percent at Level II, 3 percent at Level III, and 3 percent at Level IV.

The post-testing occurred five weeks later. A random selection of 350 students for post-testing was taken from those remaining at Indiantown Gap of the original 1,200 students. The post-test information revealed a dramatic change in all of the ESLOA levels. The students in Level I dropped to 11 percent, indicating a movement to higher levels. Level II increased to 42 percent, Level III increased to 32 percent, and Level IV increased to 15 percent, which indicates an overall gain in the understanding of spoken English. This is illustrated by Table II.

Table II

ESLOA Level	Pre-test	Post-test
I	67%	11%
II	27%	42%
III	3%	32%
IV	3%	15%

Hypotheses

HYPOTHESIS 1: No differences exist between students' spoken English proficiency as a result of classes taught by Spanish speaking as opposed to non-Spanish speaking teachers and aides.

RESULTS AND DISCUSSION

In examining students' progress in classrooms where either the teachers or aides spoke Spanish (n=9) or the teachers or aides did not speak Spanish (n=10) no significant differences were found ($t=2.037$, $df=17$, $p>.05$).

HYPOTHESIS 2: No differences exist between students and non-students in their proficiency in spoken English.

This hypothesis could not be tested statistically due to the resulting small number of non-students available for testing.

HYPOTHESIS 3: No differences exist between students who regularly attend class and those who irregularly attend class, in their proficiency in oral English.

RESULTS AND DISCUSSION

In the test of this hypothesis, the attendance level was used along with pre- and post-test ESLOA scores. The attendance levels originally established had to be collapsed into attendance levels 3 and 4 (n=278), as too few students attended class as irregularly as 50 percent or less of the time. Between attendance levels 3 and 4, a high degree of significance was found indicating the rejection of the hypothesis ($t=3.069$, $df=30$, $p>.01$). This indicates that the more the students attended class the

greater was their average gain in oral English. This is a significant indication of the success of the program. Since this much difference exists between attendance levels 3 and 4, the scores of students with higher levels of attendance would reflect an even larger gain when compared with the score of students with lower or no attendance.

The average gain for students in points on the ESLOA for attendance level 4 (n=165) was 30.06 (SD=13.4). The average gain for students in attendance level 3 (n=113) was 19.55 (SD=10.32). This coincides with the previous reported percentage shifts in the pre- and post-testing.

Due to the lack of time created by the brevity of the total program, the ESLOA was used as a post-test. The ESLOA post-test scores will be inflated due to the closeness of the pre- and post-testing. The ESLOA is not recommended for post-testing unless approximately six months have passed since the initial testing. It should be noted that 67 percent of the students on the initial testing scored only at Level I and were not exposed to the remaining levels of the test. Thus, many students saw the upper levels of the ESLOA test only during the post-test administration. Consequently, even with the closeness of the pre- and post-testing, the resulting scores are reflective of the actual gain.

IV. Summary

The Adult School was established in a very short period of time. This task was accomplished through the seasoned expertise of program administrators expertise that also contributed to the continued smooth operation of such a large educational enterprise.

The Adult School was established to fit into the total operation of the Task Force responsible for the refugee resettlement effort. Goals for students were: speaking English, learning about the way of life in the United States and the lessening of anxiety.

The Adult School did have a mid-program slump. Morale boosting for teachers and aides moved the program back to its pre-slump exuberance. Morning discussions directly focused on the problem, informal conversations were held with teachers and aides to support their activities, and a picnic was planned. All of these effectively countered the situation and clearly allowed the program to continue to grow. To the end, morale was high and the full effects of this were noticed in the classrooms.

The teachers and aides clearly demonstrated that even under conditions others deemed impossible, they could and did make the Adult School for Cuban Refugees successful. Cubans attended class regularly and even several not attending were touched in ways impossible to evaluate.

The problems that did emerge often were handled within the classroom. It should be noted that even in an undertaking as large as the Cuban refugee situation found at Fort Indiantown Gap, relatively few and usually minor problems emerged.

The teaching took on special challenges. Teachers were not permitted to use anything in the classroom that could be used as or made into a weapon, eliminating many of the usual classroom materials. The creativity and flexibility of the teachers and aides was demonstrated in the development of classroom materials that were useful for the oral English curriculum while meeting the stringent criteria imposed on the program.

Teacher safety was a recurrent theme for those other than teaches and aides. In interviews with teachers and aides, not one indicated he or she had felt any less secure than in other teaching situations.

The resourcefulness of all personnel in the Adult School made the program highly productive in a potentially counter-productive environment.

Appendix A

Evaluation of teaching effort to teach oral English and the American Culture to Cuban refugees at Indiantown Gap.

Sept. 25, 1980

I. Process employed:

Class visits were made to observe the learning environment and the teachers and their aides at work.

II. Teacher Behavior:

Teacher attributes to achieve the goal of teaching oral English and the American culture were observed. This writer identifies the teacher attributes necessary to this situation as follows.

1. Teachers must establish an environment conducive to learning.
2. The teacher is a change agent by directing a change in learning behavior to help the student save time and costly error by efficiently learning the right material.
3. Skills in teaching adults are very different from skills used in teaching younger persons.
4. In addition to knowing the subject matter and understanding methods of teaching that subject matter, the teacher must be creative and able to improvise.
5. The learning experience for an adult new to our culture must be relevant to his needs to survive in our culture, therefore the teacher must related learned behavior to a practical application.

III. Findings:

1. Learning environment:

   Teachers converted a bleak and negative learning environment into a positive environment by use of charts, color photos, and other teaching aids. The liberal use of color managed to overcome the starkness of barracks walls.
2. Change of learning behavior:

   Teachers directed learning of language to help students understand what they must know to get along in the American Culture.

   Also, the teachers constantly taught the necessary manners for social acceptance into a new and different culture. Every opportunity was used to change norms; i.e., promptness on the job.
3. Adult education:

   Teachers showed appreciation for the maturity of the students and successfully teach at an adult level. Success can be measured by the fact that class attendance is volitional, and the students choose to be there.
4. Teacher ability to improvise:

   The teachers' greatest demonstrated talent was the ability to improvise. They converted limited physical facilities into a learning laboratory by using commercial objects; i.e., McDonalds' products, adult games i.e. bingo, relating learning experiences to daily occurences i.e. day of the week and calendar date, and employing factors that compete with learning to teach language i.e. the room is hot or the room is cold.
5. Practical application of learned behavior:

   Teachers always related a learned experience to a practical need; i.e., the puppet show demonstrated how important language is to buying, ordering, paying, pursuit of pleasure, getting a job, and understanding personal finances.

IV. Summary:

The teachers and supervisors along with the aides must be congratulated for a job extremely well done and for making a contribution that is of inestimable worth to human beings who are frustrated, lonely, friendless, frightened of the future and who feel beleagured by a different culture, economy and life style. They have truly extended a helping hand to our human brothers and sisters.

The teachers are able, knowledgeable, personable, energetic, talented, creative and dedicated.

The biggest danger is that the teachers make such a vigorous effort that there is a danger of overwhelming fatigue. They must guard against any let down in their effort since the work is very important and too much has been invested in it to let down now!

The teachers are achieving the established goals. There is every reason to expect complete success.

Warren E. Ringler
Teacher Consultant

Appendix B

Teacher Attitude Inventory

Below you will find a number of statements which deal with one's beliefs, attitudes or opinions about the Adult Education Program for Cuban Refugees. You will possibly agree with some of them, disagree with others and may feel uncertain about some of them.

Read each statement carefully, then circle the symbol which best expresses your own view. Work as quickly as you can without spending too much time on any one statement.

This attitude inventory is completely anonymous. Please do not sign this inventory. After completing this inventory please return it to the office.

SD	D	U	A	SA
Strongly Disagree	Disagree	Uncertain	Agree	Strongly Agree

1.	The communication between the teacher and aides was constructive.	SD	D	U	A	SA
2.	Constant individualization of instruction was required to teach the Cuban refugee students.	SD	D	U	A	SA
3.	Knowledge of adult education is essential to working productively with Cuban refugee students.	SD	D	U	A	SA
4.	The supervision given met most classroom needs.	SD	D	U	A	SA
5.	There was a constant feeling of confusion about the purpose of this educational project.	SD	D	U	A	SA
6.	More administrative directions were needed to assist in daily lesson planning.	SD	D	U	A	SA
7.	There is little difference between teaching the Cuban refugees and elementary school children.	SD	D	U	A	SA
8.	Team teaching would have been better than the teacher and aide system.	SD	D	U	A	SA
9.	The inservice training "Articulation of Sounds in the English Language" was beneficial.	SD	D	U	A	SA
10.	The adult education program for Cuban refugees should have been mandatory.	SD	D	U	A	SA
11.	Speaking Spanish has been or would have been beneficial in teaching the Cuban refugee students.	SD	D	U	A	SA
12.	Teaching in the adult education program has been personally rewarding.	SD	D	U	A	SA
13.	My personal goals for this educational program have been met.	SD	D	U	A	SA
14.	The administration and staff of the adult education program have been very helpful.	SD	D	U	A	SA
15.	The Army has been helpful in giving assistance to the adult education program.	SD	D	U	A	SA

What grade level have you taught? elementary _____: junior high school _____: senior high school _____: higher education _____: none _____.

What specific or broad suggestions or recommendations do you have to improve the quality of education of the Cuban refugee students?

Central Susquehanna Intermediate Unit

ADULT SCHOOL FOR CUBAN REFUGEES

Fort Indiantown Gap, Pennsylvania

EXECUTIVE SUMMARY

November 1980

ADULT SCHOOL FOR CUBAN REFUGEES

Fort Indiantown Gap, Pennsylvania

Central Susquehanna Intermediate Unit
Post Office Box 213
Lewisburg, Pennsylvania 17837
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Board of Directors

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Central Susquehanna Intermediate Unit

ADULT SCHOOL FOR CUBAN REFUGEES

Fort Indiantown Gap, Pennsylvania

U.S. Department of Education Contract Number 300800713
August 25-November 28, 1980

EXECUTIVE SUMMARY

The Adult School for Cuban Refugees was a cooperative undertaking of the United States Department of Education (USED) and the Central Susquehanna Intermediate Unit (CSIU). The opinions expressed in this report do not necessarily reflect the positions or policy of the USED, and no official endorsement by USED should be inferred. The report is solely the responsibity of the CSIU.

CSIU is an equal rights and opportunities intermediate unit.

PREFACE

John Kennedy wrote: "The contribution of immigrants can be seen in every aspect of our national life. We see it in religion, in politics, in business, in the arts, in education, even in athletics and in entertainment. There is no part of our nation that has not been touched by our immigrant background. Everywhere immigrants have enriched and strengthened the fabric of American life. As Walt Whitman said,

> These States are the amplest poem,
> Here is not merely a nation but
> a teeming Nation of nations."

The board and administration of the Central Susquehanna Intermediate Unit remembered this nation's rich and diverse heritage when the United States Department of Education approached us in August 1980 and asked that the CSIU operate the Adult School for Cuban Refugees at Fort Indiantown Gap, Pennsylvania. Acting upon the recommendation of the intermediate unit's administration, the board voted unanimously August 20 to undertake the education of adult Cuban refugees at the resettlement center 80 miles away. The board acted out of a sense of humanitarian and civic obligation, and, as the following report indicates, that decision was a good one.

Negotiations with USED began the day following the board's action, and within ten days, Army barracks had been converted into school buildings and classrooms, teaching staff had been selected and trained, curriculum development and material ordering were well underway, and testing and teaching of adult Cuban refugees had begun. The report which follows describes the history and activities of the Adult School for Cuban Refugees at Fort Indiantown Gap, Pennsylvania. It relates what was done and why, what worked and what did not, and offers evaluative data and recommendations for future programs. The report is divided into three volumes. The first includes an executive summary and the actual final report on the Adult School for Cuban Refugees, operated by the CSIU under USED contract number 300800713. It includes a variety of appendices, including Appendix , which is bound separately and includes individual student information as required by the CSIU's contract; this appendix is presented only to the USED. The second volume is an evaluation report, prepared by James Shaner. The third volume is prepared in a format to permit easy copying and includes a variety of instructional materials developed by staff of the program.

The Adult School for Cuban Refugees worked because of the people who devoted their efforts to it — administrators, teachers, aides, secretaries, and a host of unsung support staff who worked beyond the scope of their normal jobs so that this program would be a success. This report is dedicated to all of them and to the spirit which brought the Cuban refugees to this country — the same spirit which brought so many earlier waves of immigrants and which will, no doubt, bring others in the years to come. For all of us who had the privilege to be associated with this extraordinary effort and our extraordinary colleagues, this will be remembered as a challenging, exciting, rewarding episode in our careers.

Robert E. Feir
CSIU Assistant Executive Director
Superintendent, Adult School

November 1980

EXECUTIVE SUMMARY

Cuban Refugees

With President Carter's decision to accept another group of refugees into the United States, the country immediately assumed the responsibility of providing them with food, shelter, and the necessary medical care along with recreational and educational programs for the duration of their stay at a refugee facility. The primary goal would be locating sponsors for these refugees among United States citizens and legal immigrants, thereby releasing them from these facilities.

In this case, the refugees were Cubans seeking asylum from Fidel Castro's communist regime. This report deals specifically with the Cuban population at Fort Indiantown Gap, Pennsylvania.

Initially, the Federal Emergency Management Agency (FEMA) took charge of the resettlement operation; later the State Department assumed the task. The Church World Service, the United States Catholic Conference, the International Rescue Committee, the Lutheran Immigration and Refugee Service, and the World Relief Rescue Service were the volunteer agencies that worked to find sponsors for the 19,094 Cubans at Fort Indiantown Gap.

The Cubans lived in barracks throughout several areas in the camp. They ate in mess halls and relaxed in the evenings at movies shown by Army Personnel. The American Red Cross (ARC) sponsored recreational activities and initially offered English classes. Its staff of teachers could not remain after August 15, however, due to previous commitments.

After August 15 all of the refugees' needs continued to be met with the exception of their educational needs. Steps were rapidly taken, as the United States Department of Education (USED) and the Pennsylvania Department of Education (PDE) approached various organizations requesting participation in the creation of a new educational program. The Central Susquehanna Intermediate Unit (CSIU) of Lewisburg, Pennsylvania agreed to accept the responsibility in a unanimous vote of its Board of Directors.

Project Development

Representatives of the CSIU and USED negotiated a contract August 21 and 22, 1980. Authorization was given by USED August 25 to begin operations of the Adult School for Cuban Refugees and to begin to commit funds to the project. The contract was formally signed September 9; it provided for the operation of classes through October 15, the planning date for the transfer of all remaining refugees to Fort Chaffee, Arkansas.

It was determined that one of the refugees' principal needs once leaving the camp facility would be the ability to communicate in English within American society. Keeping that point in mind and understanding that six weeks is not enough time to learn to read and write English adequately, it was decided that the basic goal of the program would be that of teaching oral English, with emphasis placed upon understanding and speaking the language.

The refugees also lacked knowledge and familiarity of American society. Therefore, part of the Adult School curriculum would be an acculturation program whereby the students would learn about American culture.

It was decided that the most efficient way of meeting all student needs would be by assigning a teacher/aide team consisting of one teacher and two aides to every 25 students.

The program director and coordinator were selected and contracted by CSIU. Faculty was recruited through newspaper advertisements throughout Pennsylvania, by requests made to English as a Second Language (ESL) schools in the Millersville area and by word of mouth. Applicants were interviewed and approved by a screening committee.

A total of 30 teachers and 61 aides were chosen along with two teacher supervisors, and they became independent contractors of the intermediate unit, to work until October 15 unless terminated at an earlier date. Four secretaries were also hired.

The assembled staff proved to be extremely competent. All teachers held teaching certificates except a few who had college teaching experience. Fifty staff members held Pennsylvania teaching certificates, and six from other states. Many aides had teaching certificates and more than half of them had college degrees. A total of 41 instructors were ESL trained, and 42 were Spanish-speaking.

Barracks to be used as classrooms were identified through the camp by area military commanders. A project headquarters was also assigned, which housed the administrative staff and served to store all supplies. Chairs, tables and desks were also provided by post personnel. Telephones and copy equipment were installed in the project headquarters. Also available to the program was a large Xerox unit with collating capability.

All office supplies and materials were purchased by the project coordinator after having received authorization from the CSIU director of finance or his administrative assistant.

The entire faculty was given "Unlimited Access" badges which permitted all to move freely within the living areas. Military Police were stationed along the perimeters of all Cuban housing areas and Federal Security Police patrolled within the compounds. These security measures insured the safety of all teachers and aides, and to a certain extent protected the classroom buildings.

Project Operation

A staff training program oriented the teachers and aides as to the Cuban refugee situation and the CSIU English program. They were briefed on Cuban culture, introduced to the philosophies of the Adult School and given a tour of the refugee facility. Also discussed were necessary security measures and a set of emergency procedures that might be necessary. Throughout the operation of the program, daily staff meetings were held at 7:30 a.m., at which the faculty was informed of new procedures and events.

Teachers and aides were assigned to classrooms to begin pre-testing the students. After having signed an authorization form, each interested refugee was given the *English as a Second Language Oral Assessement* (ESLOA) examination, to determine his/her previous knowledge of the English language. All were then assigned to a class of about 25 students according to four levels of proficiency, with Level I being the lowest and Level IV the highest. Teachers and aides were assigned to classrooms, and by September 4 classes had begun.

New classes were established four times to accommodate additional students, and each was preceded by a staff training session. With the onset of the final set of classes, more than 1,200 refugees had been assigned to class.

The curriculum was not strictly defined, although it was based on the fundamental need to develop introductory oral/aural communication skills in English. The teachers were free to use whatever methods they chose as long as the program's focus was maintained and a set of basic topics such as greetings and farewells, numbers, telling time, days of the week, months, seasons, clothing, foods, and basic verbs were included in instruction. Teachers also made use of acculturation lessons, incorporating topics such as cooking or shopping in a grocery store, using the telephone, seeking jobs, and understanding basic laws.

An interesting facet of the Adult School was the performance of a puppet show. A puppeteer, along with an assistant, developed a puppet show and constructed the puppets and stage. The story dealt with two Cuban refugees who found themselves confronted with American society and the need to survive within it. One spoke English and one did not; as the bilingual puppet found a job and made friends, the Spanish-speaking puppet encountered difficulties. The lesson was clear: in order to begin a successful life in the United States it would be necessary to speak and understand English.

All students were provided with textbooks: *New Horizons in English,* Book 1, 2 and 3. A copy of the *Spanish-English, English-Spanish Dictionary* published by the University of Chicago was also given to each student. Additionally, notebooks, pencils, pens, and other supplies were available at project headquarters.

Classes were conducted six days a week, Monday through Saturday. Two classes met each day: one from 8:00 a.m. to 11:00 a.m. and the other from 1:00 p.m. to 4:00 p.m. Teachers used time before and after class for additional preparation or tutoring.

Students were recruited throughout the entire operation. Attendance was voluntary and promotional activities were needed to acquaint the refugees with the program. Stories in the camp newspaper, handbills, posters, public address and mobile jeep announcements, stressed the importance and the benefits of learning English. Personal contact was, perhaps, the most effective promotional device, with a "Bring a Buddy to Class" campaign put into effect. Supervisors personally recruited students.

The attendance goal was at least 30 percent of refugees assigned to class, with at least 70 percent of those assigned actually in attendance each day. This percentage allowed for 15 percent normal absence and 15 percent for absences relating to facility administrative activities. The number of students assigned to class increased throughout the operation. The attendance goal of 70 percent was, in fact, met every day with the exception of one day when recreational activities were scheduled. When the daily attendance totals were added together, the total attendance from September 4 to October 8 was 20,780. Assuming that the average length of attendance for each student was 2 out of the 3 possible hours per class, the total number of contact hours was 41,560 (total amount of time spent in class by all students).

The teacher/aide teams functioned well. The teachers were responsible for the preparation and execution of daily lesson plans. Aides worked under the supervision of the teachers, performing duties such as attendance, tutoring and helping with small group instruction. In many cases, one member of each group was bilingual in English and Spanish, which facilitated the explanation of certain grammatical points.

Every living area was assigned a supervisor or a head teacher. This person coordinated classroom activities within the area, observed the operation of the classes and provided assistance to teachers and aides.

The students were extremely cooperative throughout the program. Many preferred to go to two classes every day, rather than only the one to which they had been scheduled. Night classes were started for those refugees who participated in a volunteer work force during the day; these classes were well attended and used by other students to supplement their day classes.

In most instances, the classrooms were cared for by refugees serving as volunteer live-in custodians. These custodians, usually students, kept all buildings clean and safe from vandalism.

In addition to caring for the buildings, the students held themselves responsible for guarding the instructors' belongings during the class period. They took care that there were no incidents within the classroom.

There were no major problems throughout the operation of the Adult School. All minor problems were dealt with as they occurred. For example, there was an initial delay in the arrival of the textbooks and dictionaries at the onset of the program. The teachers incorporated their own materials until the needed supplies arrived.

Another minor difficulty involved the class rosters. Although all students were originally scheduled to a specific class, many preferred to attend different ones, eventually settling down with one teacher. This caused a need to purge and revise rosters according to the actual attendance of each class. This was easily done by deleting the names of students who never came to class and adding the names of those students who did.

Other minor problems involved sporadic cases of vandalism, usually broken windows; lack of electricity in various classrooms due to the fact that the sockets had previously been pulled out of the walls; the scheduling of special events which conflicted with class hours and reduced attendance; and finally, a drastic drop in the morale of the students due to the announcement of the transfer of remaining refugees to Fort Chaffee, Arkansas.

Throughout the growth of the program, a few somewhat controversial issues arose:

1. Class attendance was initially intended to be voluntary. However, one military area commander chose to make attendance mandatory, thus providing an opportunity to examine the effectiveness of compulsory vs. voluntary attendance. In those areas where attendance was voluntary, the program attendance goals were met consistently; in the area where attendance was compulsory at the beginning of the program, the same goals were rarely met.

2. Another major issue concerned Spanish speaking teachers vs. non-Spanish speaking teachers. Although non-Spanish speaking teacher/aide teams did have some communication problems the first few days, growth in student achievement was greater in these classes. However, the presence of a Spanish-speaking instructor did facilitate administrative matters.

3. Central coordination of activities vs. individual agency coordination was another point of controversy. Since there was no coordination of activities among the various agencies involved with the resettlement operation, there were conflicting schedules and events. For example, the American Red Cross recreation program was frequently in direct competition with the Adult School. It would be desirable in future refugee operations if all area commanders would coordinate all agency programs based on general policies set by the director of the refugee facility.

4. A final issue involved the safety of the staff. Based on press reports released prior to the operation of the Adult School, there was expressed concern about the safety of the staff. The Adult School administration took standard precautions in the development of emergency procedures and in cautioning the staff as to recommended personal behavior. Other than a few minor incidents, there were no safety problems between the staff and the refugees.

Media coverage of the Adult School was encouraged. There was a variety of newspaper articles concerning the English program throughout its operation. There was also some television coverage.

Evaluation

An independent program evaluator was responsible for evaluating the entire program. The final evaluation was prepared using classroom observations, teacher and student interviews, student testing, and teacher attitudinal surveys.

The results of the evaluation show that the program was successful beyond expectations. The first sets of the ESLOA pre-test showed 67 percent tested in Level I, 27 percent in Level II, 3 percent in Level III, and 3 percent in Level IV. Three hundred fifty students selected at random were re-tested five weeks later. This time, only 11 percent placed in Level I, 42 percent tested into Level II, 32 percent in Level III, and 15 percent in Level IV.

The majority of the teachers and administration also termed the Adult School a success. The students' rapid improvement over only a five-week period demonstrated the dedication of the teachers and the motivation of the students.

RECOMMENDATIONS

The following recommendations reflect the thinking of the administration of the Adult School for Cuban Refugees at Fort Indiantown Gap, Pennsylvania. They are offered in the hopes of assisting in the planning and operation of similar efforts, should they be needed, in the future. Many of the recommendations reaffirm what was done in this program and what was learned from it. Some of the recommendations reflect areas where further improvement is possible. For the most part, implementation of these recommendations will depend upon actions by the U.S. Department of Education, which was most cooperative in the operation of this program. Some of the recommendations can only be implemented by whatever agency is selected to operate similar programs in the future. The recommendations follow:

1. USED should develop an internal ongoing coordinating mechanism to work with the U.S. Department of State to assure educational input into federal decision-making relative to refugee efforts.

2. USED should have available sufficient resources to assure a quick response to emergency refugee needs, even if the initial response cannot be a maximum one. These resources should include personnel for contract negotiations, program management and development technical assistance, and initial coordination with other federal agencies involved in refugee efforts (see Recommendation 1 above). Available resources should also include access to sufficient funds to begin educational program operations quickly.

3. USED's finance operations should be reviewed in order to provide mechanisms for more rapid reimbursement of local agencies asked to take on unusually large and complex tasks, such as the education of refugees. Existing department mechanisms do not appear adequate to respond to the need of such local agencies to obtain prompt reimbursement or, if necessary, advance funding.

4. Formal education programs for both children and adults, operated by local or state education agencies, should be undertaken as quickly as possible once refugees have been assigned to resettlement centers. While the volunteer agencies at Fort Indiantown Gap, particularly the American Red Cross, undertook a yeoman volunteer education effort between May, when the Cubans arrived, and late August, when the CSIU and USED contracted for a formal education program, the formality of the latter had several advantages. These include legal and fiscal accountability, program stability, clear lines of communication and command, a more formal curriculum, and greater control over student records. Program continuity is particularly helpful for those who are undergoing major changes and stresses in their life situations, such as refugees. It is likely that the program gains detailed in the evaluation report would have been considerably greater, had the program begun in May or June rather than the last week in August.

5. The local agency selected to operate a program of this sort should have both programmatic and management expertise, experience, and capability. While program content development and implementation is always of paramount importance, a program such as this can only operate effectively with an absolute maximum of administrative expertise. In addition, the agency selected to operate such a program must be committed and able to respond promptly to unforeseen circumstances, must be willing and able to streamline it normal operating procedures, and must be attuned to rapidly evolving program needs.

6. Program planning by the agency operating the program should include initial and ongoing contacts with all other agencies involved in the refugee resettlement effort, in order to maximize program effectiveness and minimize competition for the attention of refugees or for any sense of "territoriality."

7. Administrative staff selected to work in such a program must have excellent logistics and program development skills, boundless energy, flexibility, and an ability to deal effectively with diverse publics, including military personnel, representatives of other civilian agencies, volunteer agencies, and the refugees themselves. Administrators must be willing to forego some of the standard administrative prerogatives generally associated with classroom management. This program found that effective operations depended upon initial managerial leadership in the creation of an environment in which most instructional decisions could be decentralized to individual teachers and aides.

8. Teachers and aides selected to work in such a program should be flexible and compassionate, yet insistent upon the skill development of their students. They must be sensitive to their multi-cultural task, and, if they are teaching adults, they must be sensitive to the adulthood of their students. Instructional staff must be willing to assume much of the responsibility for making on-the-spot instructional programming decisions in their own classrooms. Programs such as this are unlikely to have adequate numbers of administrators or planning time to permit effective centralization of decision-making which affects the instructional program itself. As a result, such decision-making must be decentralized to individual teachers and aides. While it is not necessary for staff members to be bilingual, and while it appears to be preferable for instruction to be in English as much as possible, it is sometimes helpful to have some staff members who

are bilingual, in order to increase initial communications among refugees and staff.

9. Administrators should undertake an early and systematic assessment of staff inservice needs and provide for meeting those needs as expeditiously as possible. Even the highest quality staff assembled for such a program is likely to need some assistance in meeting program goals.

10. If the formal education program can be developed and implemented early enough in a refugee effort, the chances will be increased for greater development of English language proficiency which should lead to greater emphasis upon vocational preparation and other acculturation skills.

11. Lines of communication among all concerned — program administrators, program instructional staff, federal and state agency personnel, volunteer agency personnel, resettlement center administrators (both military and civilian), the news media, and the refugees themselves — is crucial to program success.

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